



**NOAA**  
**FISHERIES**

# National Recovery Program Review

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**Office of Protected Resources**  
**April 19, 2016**



# Presentation Outline

## NMFS Recovery Program Overview

- NMFS Organization
- ESA Jurisdiction
- ESA Section 4 Recovery

## NMFS Recovery Program Review

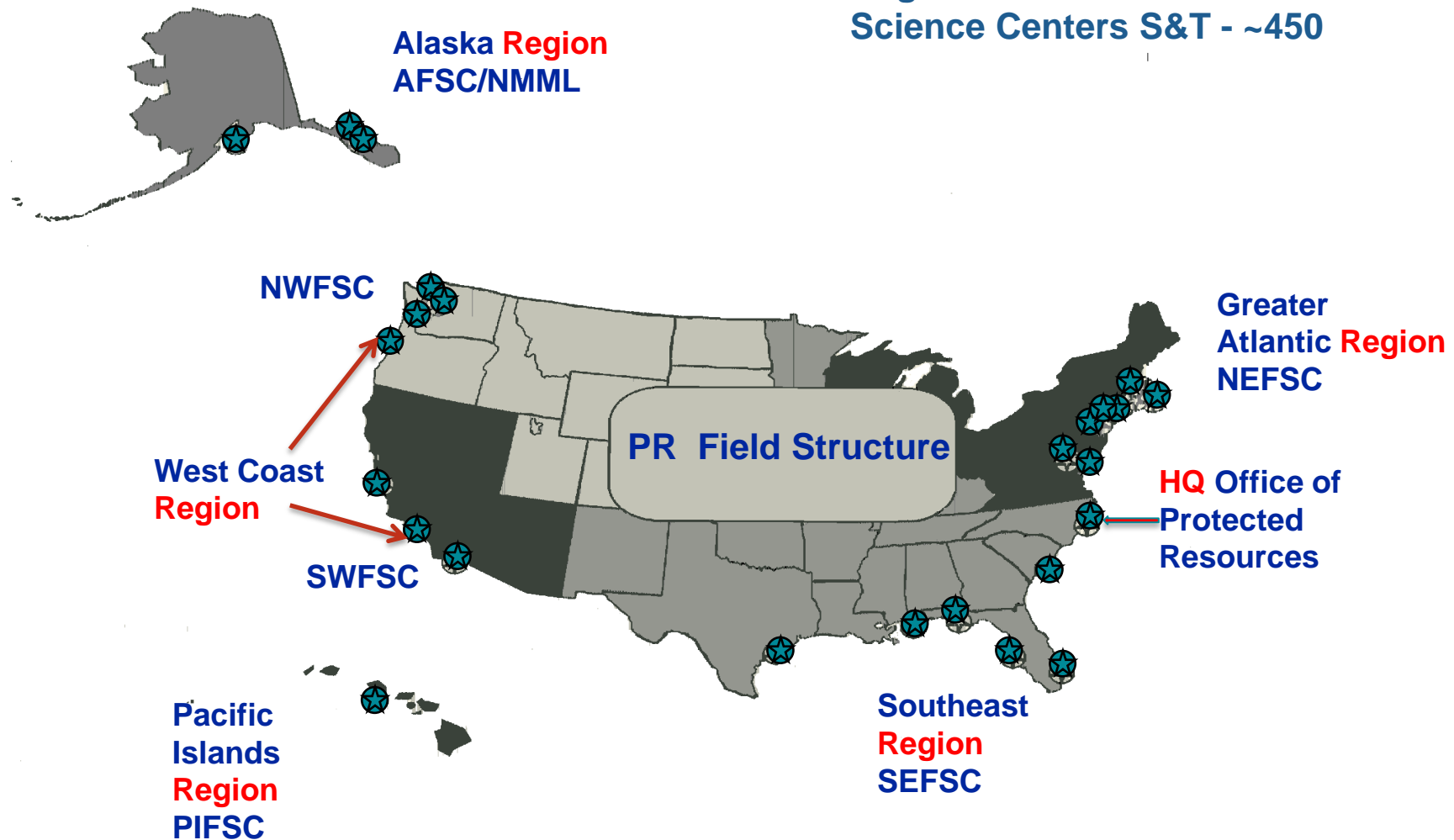
- Purpose & Structure
- Selection of Case Studies
- Expectations/Outcomes

# Protected Resources Organization:

**Total National PR Staff ESA & MMPA:**

**Regions & HQ- ~ 550**

**Science Centers S&T - ~450**



# Endangered Species Act (ESA) Jurisdiction

- 2,254 species are listed as threatened or endangered under the ESA
  - 1,599 of those species are found in the United States
- NMFS & U.S. Fish & Wildlife Service (FWS) share ESA responsibility
- Generally, FWS manages terrestrial and freshwater species, including all bird species
- NMFS manages marine and anadromous species
- Some species have shared jurisdiction (e.g., sea turtles)



# NMFS ESA Jurisdiction **139** Species

## **26** Marine Mammals



## **26** Sea Turtles & Other Marine Reptiles

## **59** Marine & Anadromous Fish



## **1** Marine Plant



## **27** Marine Invertebrates



# Recovery



- Improvement in the status of listed species to the point at which listing is no longer appropriate under the criteria set out in section 4(a)(1) of the Act (50 CFR § 402.02)
  - Present or threatened destruction, modification, or curtailment of its habitat or range
  - Overuse for commercial, recreational, scientific, or educational purposes
  - Disease or predation
  - Inadequacy of existing regulatory mechanisms; or
  - Other natural or manmade factors affecting its continued existence
- Process by which listed species & their ecosystems are restored & their future is safeguarded to the point that protections under ESA are no longer needed (NMFS & FWS Interim Recovery Planning Guidance 2010)

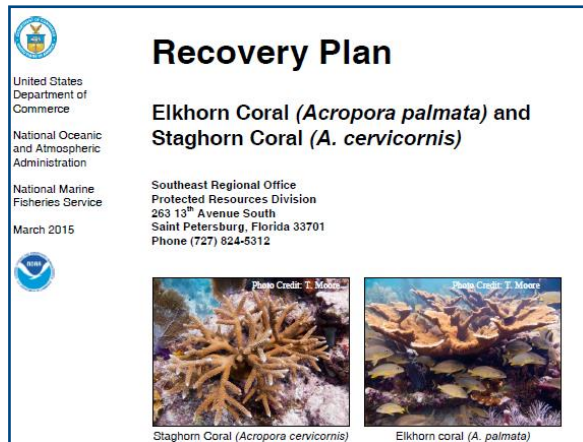
# Recovery Plans



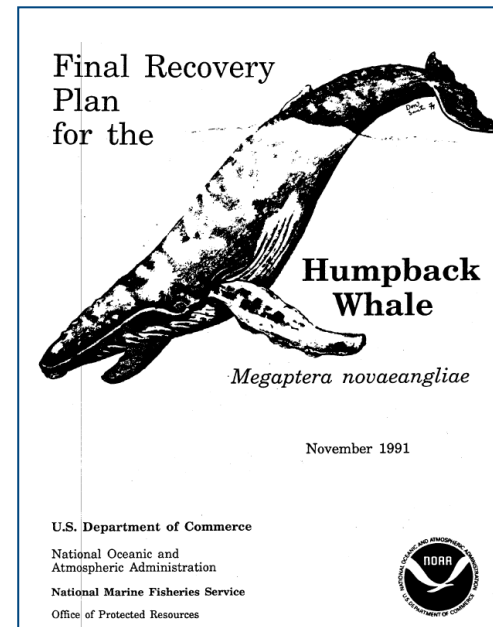
- Road maps for species recovery—it lays out where we are, where we need to go, and how best to get there.
- Outreach tool
  - Articulate reasons for species' endangerment & what actions are needed
  - Identify goals & criteria for which to measure recovery
  - Assist partners in identifying how they can facilitate recovery
- Monitoring tool

# Total NMFS Recovery Plans

- Final Plans—47
  - Newest—March 2015 Elkhorn & Staghorn Coral



- Oldest—November 1991  
Humpback Whale



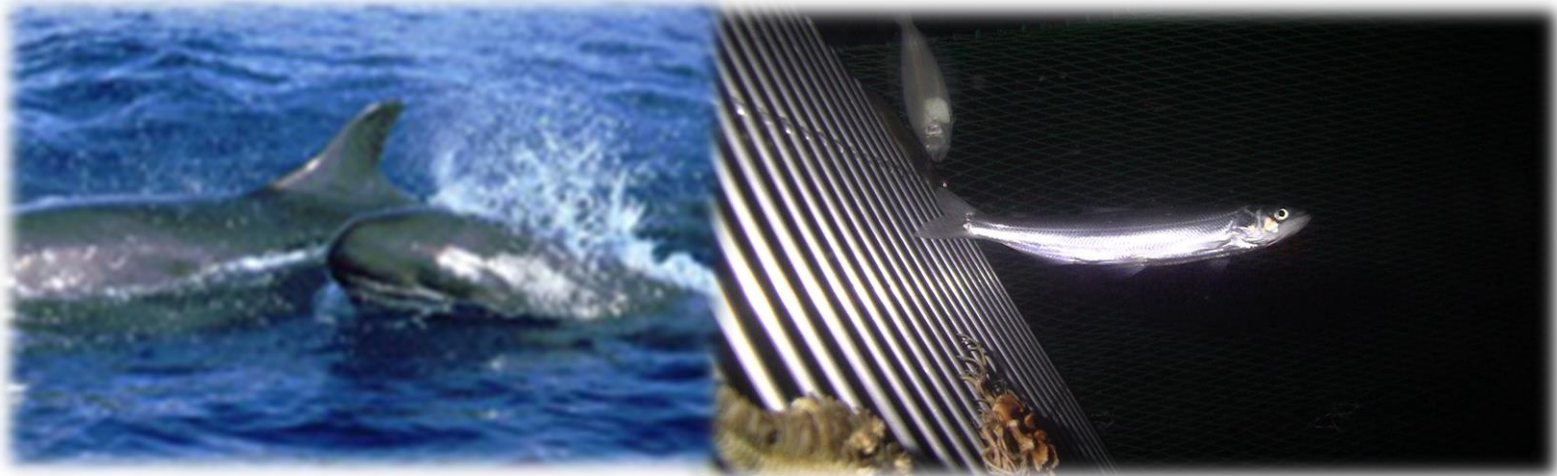
# Total NMFS Recovery Plans

- Draft Plans (Out for Public Comment)—**5**
  - Snake River Fall Chinook
  - Oregon Coast Coho
  - Multispecies: Northern California Steelhead, Central California Coast Steelhead, and California Coastal Chinook
  - Atlantic Salmon
  - Cook Inlet Beluga Whale



# Total NMFS Recovery Plans

- Plans Underdevelopment—**21** (e.g., Black Abalone, Green Sturgeon, Canary Rockfish, Eulachon, Bocaccio)
- Plans Not Started—**16** (e.g., Main Hawaiian False Killer Whale, Atlantic Sturgeon)



# Recovery Guidance

- *Prioritizing*
  - Endangered & Threatened Species; Listing & Recovery Priority Guidelines (NMFS 1990)
- *Planning & Implementing*
  - Interim Endangered & Threatened Species Recovery Planning Guidance (NMFS & FWS 2010)
- *Monitoring*
  - 5-Year Review Guidance (NMFS & FWS 2006)

# Recovery Guidance

## *Prioritizing: Endangered & Threatened Species; Listing & Recovery Priority Guidelines (1990)*

National Oceanic and Atmospheric Administration

[Docket No. 71015-0067]

### Endangered and Threatened Species; Listing and Recovery Priority Guidelines

**AGENCY:** National Marine Fisheries Service (NOAA Fisheries), NOAA, Commerce.

**ACTION:** Notice.

**SUMMARY:** NOAA Fisheries issues guidelines for assigning priorities to species for listing, delisting, and reclassification as endangered and threatened under the Endangered Species Act of 1973 (Act) and for developing and implementing recovery plans for species that are listed under the Act.

TABLE 3.—SPECIES RECOVERY PRIORITY

Magnitude of threat	Recovery potential	Conflict	Priority
High	High	Conflict	1
		No conflict	2
		Conflict	3
Moderate	Low to moderate	No conflict	4
		Conflict	5
	Low to high moderate	No conflict	6
		Conflict	7
	Low to moderate	No conflict	8
		Conflict	9
Low	High	No conflict	10
		Conflict	11
		No conflict	12



# Recovery Guidance

*Prioritizing: Endangered & Threatened Species; Listing & Recovery Priority Guidelines (1990)*

- **Magnitude of Threat**

- High= extinction is almost certain in the immediate future because of a rapid population decline or habitat destruction.
- Moderate = species will not face extinction if the recovery is temporarily held off, although there is a continuing population decline or threat to its habitat.
- Low = taxa in the low category are rare, or are facing a population decline which may be a short-term self-correcting fluctuation, or the impacts of threats to the species' habitat are not fully known.

# Recovery Guidance

*Prioritizing: Endangered & Threatened Species; Listing & Recovery Priority Guidelines (1990)*

- **Recovery Potential**—Based on how well biological and ecological limiting factors and threats to the species' existence are understood and the extent of management actions needed.
  - High = Limiting factors & threats are well understood and the needed management actions are known and have a high probability of success.
  - Low to Moderate = Limiting factors & threats are poorly understood or if the needed management actions are not known, are cost-prohibitive, or experimental with an uncertain probability of success.
- **Conflict**
  - Species that are, or may be, in conflict with construction or other developmental projects or other forms of economic activity.

# Recovery Guidance

## *Prioritizing: Endangered & Threatened Species; Listing & Recovery Priority Guidelines (1990)*

**TABLE 4.—RECOVERY TASK PRIORITY.**

Priority	Type of task
1.....	An action that must be taken to prevent extinction or to identify those actions necessary to prevent extinction.
2.....	An action that must be taken to prevent a significant decline in population numbers, habitat quality, or other significant negative impacts short of extinction.
3.....	All other actions necessary to provide for full recovery of the species.

# Recovery Guidance

*Planning & Implementing:* Interim Endangered & Threatened Species Recovery Planning Guidance (NMFS & FWS 2004 updated 2010)

Interim  
Endangered and Threatened Species  
Recovery Planning Guidance  
Version 1.3

National Marine Fisheries Service  
1315 East-West Hwy.  
Silver Spring, MD 20910

Original (1.0): October 2004

Version 1.1: Updated July 2006 (acknowledgments; pp. i-v, x;  
sections 1.2, 2.2, 2.3, 5.1, 8.0)

Version 1.2: Updated September 2007 (section 5.1 - disclaimer only)

Version 1.3: Updated June 2010 (section 2.1 only)

# Interim Recovery Planning Guidance

## Purpose:

- Guide NMFS & FWS and partners in recovery planning
- Ensure consistency in approach to the application of statutory, regulatory, and policy requirements
- Emphasize certain aspects of planning and to assist in keep plans useful and current



# Interim Recovery Planning Guidance

## Preplanning Considerations:

- Scope: Single Species, Multiple Species, Ecosystem
- Special Considerations: Defer or Not Develop Plan, Native American Tribes; Integration with Other Sections of the ESA & Marine Mammal Protection Act
- Organizing Recovery Planning Effort: Coordination, Stakeholder Involvement; Appointing a Recovery Team

## Planning Considerations:

- Managing: Planning Process, Recovery Team, Stakeholder Involvement
- Recovery Plan: Content
- Procedural Requirements

## Implementation & Monitoring:

- Review, Monitor, & Assess Recovery Progress & Threats
- Modify Recovery Plan: Updates, Revisions, Addenda
- Continuing Involvement in the Recovery Process by Maintaining:
  - Recovery Team
  - Partnerships
  - Public Support



# Interim Recovery Planning Guidance

- Statutory, policy, and judicial guidance requires certain elements to be included in a plan and incorporates certain standard elements into the process of drafting plans (quality data, public participation etc.). Within these sideboards, staff are given considerable discretion to determine the details of how we develop recovery plans and what they look like.
- Recovery planners should view this as an opportunity to use their creativity and ingenuity to craft the most effective and practical recovery program for each species in their care.



# Recovery Guidance

## *Monitoring: 5-Year Review Guidance (2006)*

- ESA section 4(c)(2) requires review a species at least once every 5 years to ensure listing is accurate
- Summarizes & analyzes available information on a given species
- Tracks recovery progress
- Records deliberative process used & recommends whether or not to reclassify a species



5-Year Review Guidance:  
Procedures for Conducting 5-Year Reviews  
Under the Endangered Species Act

U.S. Fish and Wildlife Service  
and  
National Marine Fisheries Service

July 2006



NOAA FISHERIES

U.S. Department of Commerce | Nat

# NMFS Recovery Program Review

## Purpose:

- Evaluate, within the context of current budget constraints, the efficacy of recovery planning process, including quality of the recovery plans, implementation of recovery actions, and monitoring of recovery progress.
- Determine if current recovery planning process results in recovery plans that are effective roadmaps for recovering species as evidenced by whether plans are being implemented by NMFS and stakeholders, resulting in progress towards meeting the criteria so that the species may be delisted

## Outcome:

- Recommendations to improve recovery plans and recovery planning and implementation process to increase the likelihood of recovering species.

# Recovery Program Review

## Panelists:

- Dr. Lisa Ballance, NMFS Southwest Fisheries Science Center
- Jennifer Steger, NOAA Restoration Center Northwest & Alaska Region
- Dr. Deborah Crouse, U.S. Fish and Wildlife Service Ecological Services Program, Division of Restoration & Recovery
- Dr. Kristin Carden, Society for Conservation Biology
- Dr. Beth Polidoro, School of Mathematical and Natural Sciences, Arizona State University
- Dr. Brad Gruver, Division of Habitat & Species Conservation, Florida Fish and Wildlife Conservation Commission



# Recovery Program Review--Questions

## Preplanning Considerations:

- Scope:
- Special Considerations:
- Organizing Recovery Planning Effort

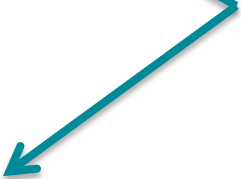
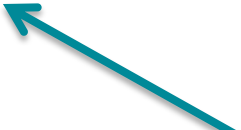
Question 1: Which Species Should have a Recovery Plan?





## Planning Considerations:

- Managing Planning Process
- Recovery Plan: Content
- Procedural Requirements

Question 2: How Effective is NOAA Fisheries at Recovery Planning?




Question 3: How Effective are the Final Recovery Plans?



## Implementation & Monitoring:

- Monitor, & Assess Recovery Progress & Threats
- Modify Recovery Plan
- Continuing Involvement

Question 4: How Effective is NOAA Fisheries at Monitoring & Implementing Recovery



# Recovery Program Review

- **Question #1** Which species should have a recovery plan?  
Aspects to consider: Effective identification of species that will benefit from the development and implementation of a recovery plan.
- **Question #2** How effective is NOAA Fisheries at recovery planning?  
Aspects to consider:
  - Effective use of prioritizing recovery plan preparation
  - Effective use of recovery outlines
  - Effective use of multi-species or ecosystem based recovery plans
  - Effective use of existing management plans & strategies (e.g., state wildlife conservation plan, candidate conservation agreement)



# Recovery Program Review

- **Question #2** How effective is NOAA Fisheries at recovery planning?

## Aspects to consider:

- Effective engagement of tribes, states, foreign nations, and other partners in the recovery planning process
- Appropriate use of recovery teams
- Effective use of peer review process
- Realistic recovery timelines (e.g., final recovery plan due 2.5 years from date of listing)



# Recovery Program Review

- **Question #3** How effective are the final recovery plans?

## Aspects to consider:

- Clear description of site-specific management actions necessary to achieve recovery.
- Identification of objective, measurable and appropriate recovery criteria that stem from the species' biological needs and threats.
- Effective format
- Timeliness—Are the plans up-to-date?



# Recovery Program Review

- **Question #4** How effective is NOAA Fisheries at monitoring and implementing recovery?

## Aspects to consider:

- Effective use & reliance on the recovery plans by stakeholders.
- Effective implementation of recovery actions
- Effective recovery progress
- Effective monitoring of recovery progress
- Effective partnerships
- Effective use of current technology (e.g., geographic information system, social media)
- Effective integration with other NOAA Fisheries programs.



# Recovery Program Review

## What do we mean by effective?

- ‘effective’ = those events, conditions, or state of affairs that result in progress towards delisting the species (i.e., recovery).
- Progress towards recovery is influenced by both process (Questions 1 & 2), products (Question 3), and action and monitoring (Question 4).
- For each aspect of recovery planning and implementation, Panelists should consider whether the decisions made and actions taken by NMFS resulted in progress toward delisting the species (i.e., recovery). It should be noted that ‘progress’ may include abating threats and reversing a species decline as well as increasing a species’ numbers.



# Recovery Program Review

- **Case Study Selection:**
- Attribute Table developed based on the 4 questions and aspects to consider.
- Represent a suite of attributes (e.g., with & without recovery teams; diversity of stakeholder involvement, level of recovery progress)
- Represent diverse taxa

# Recovery Program Review

## Case Study Selection:

- Atlantic Salmon
- Elkhorn & Staghorn Coral
- Cook Inlet Beluga Whale
- Smalltooth Sawfish
- Johnson's Seagrass
- Loggerhead Sea Turtle, Northwest Atlantic
- Puget Sound Chinook
- North Atlantic Right Whale
- Leatherback Sea Turtle, Pacific
- Sacramento River Winter-Run Chinook
- Hawaiian Monk Seal



# Recovery Program Review

## What We Hope To Accomplish:

- Each Panelist will consider:
  - Their professional experience
  - Relevant background material: statute, policies, guidance, Marine Fisheries Advisory Committee Report, case studies, public comments
- Panelist will make findings and base their individual recommendations on the program review objectives—  
*does the current recovery program result in progress towards recovery, and going forward, what improvements to the recovery program would increase the likelihood of recovering species?*



# Recovery Program Review

## What We Hope To Accomplish:

- Panel recommendations will be considered in updating existing policy, guidance, and practices:
  - Endangered & Threatened Species Listing & Recovery Priority Guidelines (NMFS 1990)
  - Interim Endangered & Threatened Species Recovery Planning Guidance (NMFS & FWS 2010)
  - 5-Year Review Guidance (NMFS & FWS 2006)
- Panel recommendations may also be considered should NMFS develop regulations for the recovery program.

# Questions?

